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ABSTRACT

The Southern Regional Education Board special reports on manpower and education are designed to aid the decisionmaking of two audiences: prospective students and institutional planners. The series attempts to fulfill the projects mission of exploring ways in which postsecondary education can adjust its offerings and degrees output to the fluctuating opportunities in the world of work. This report addresses itself to the future prospects for careers in government service and the issues of the several educational pathways students have taken and which civil service systems have honored in staffing public administration positions. Some students have completed programs offered through departments and schools of public administration. Sections of the report cover a description of public administration, prospects for administration graduates, the rising supply of master's in public administration, the outlook, and implications for higher education institutions. (Author/PG)

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Public Administration Programs and Careers in the South

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Foreword

The Southern Regional Education Board special reports on manpower and education are designed to aid the decision-making of two audiences: prospective students and institutional planners. The series attempts to fulfill the project's mission of exploring ways in which postsecondary education can adjust its offerings and degree output to the fluctuating opportunities foreseen in the world of work.

Dr. Galambos not only addresses herself here to the future prospects for careers in government service but grapples with the issue of the several educational pathways students have taken and which civil service systems have honored in staffing public administration positions. Some students have completed programs offered through departments and schools of public administration, while others have pursued degrees in related fields such as economics, sociology, and business administration. Still others have advanced from subject fields identified with specific agencies of government, e.g., health fields or geology.

A report on engineering and another on career advisement have already been issued. Other papers are in preparation. In each case the Southern Regional Education Board aims to balance its emphasis between the realities of vocational preparation and the broader scope of educational need. SREB selects particular occupational fields for study on the basis of their timeliness. Attention is given both to expanding and to shrinking occupations.

It is our hope that the information presented in these pamphlets can serve as one more kind of guidepost to institutions contemplating curriculum change and students considering future career choices. We welcome feedback from our constituencies as a means to keep these efforts useful.

Winfred L. Godwin
President

The appeal of a career in government to young people as they consider possible fields of study has in recent years been buffeted by winds from two directions. On the one hand the backlash of Watergate has perhaps deterred some from pursuing a career in government. Yet the idealism, anti-materialism and reform spirit that describe many students often make government service more interesting to them than work in the business world. Their concerns have been translated into rising enrollments in fields such as law, social welfare, planning and public administration. This report is an assessment of what the job market is expected to be for students who choose public administration majors.*

WHAT IS PUBLIC ADMINISTRATION?

Public administration as a calling does not have the instant recognition by the general public as, for example, engineering, accounting, or dentistry. A public administrator is not always called by that title, and this contributes to the difficulty of defining the field. Public administration in some ways stands today in the same spot as business administration did when it emerged as a new field, combining many aspects of traditional disciplines.

Public administration refers primarily to the management of public or semi-public institutions, including city or county governments, regional bodies, state and federal agencies, international bodies, and quasi-public organizations. It covers aspects of administration such as planning, budgeting, finance and personnel management. Public administration usually implies program planning, implementation and evaluation and requires the coordination of various functional aspects of government or of various phases of work within one agency. Public administration is a broad-scoped managerial activity as well as a specialized, technical, distinct function. Public administration may refer to a management of specific programs such as public works, criminal justice or social welfare, or it may encompass an entire government rendering all services, such as the functions of a county or city manager. Although hospital administration entails aspects of public management, it is part of the health industry, and education in hospital administration is often housed in the allied health field.

There are many commonalities between public and business administration. Yet public administration has developed as a separate field because of sharply differing value systems, and therefore management techniques, between a public and a private enterprise. The primary concern of business management must be profit maximizing, if the business is to survive. The primary concern of public manage-

*This paper was reviewed by Dr. Keith Baker, University of Georgia, Mr. Carl V. Beeler, Atlanta Region, Civil Service Commission, Dr. William Jones, Georgia State University, and Mr. Philip N. Sansotta, Southeast Region, Internal Revenue Service. The author wishes to acknowledge the valuable suggestions each made. The author, however, bears full responsibility for the opinions expressed in this paper.

ment is to satisfy the concerns of the constituents of the governmental unit being administered if it is to survive. The value system of public administration concerns social equity as well as efficiency. These divergent major objectives of the two sectors translate into different financial and budgeting systems, personnel administration values, and planning techniques, and have resulted in unique educational preparation tailored to the needs of each sector. The basic tools or skills of accounting, interpersonal relations, communication, statistics and organization principles, however, are common to business and public administration.

PROSPECTS FOR ADMINISTRATIVE AND MANAGERIAL POSITIONS IN GOVERNMENT

The explosive growth of employment in government during the past 25 years is well recognized. As shown in Table I, civilian federal employment expanded from 1.7[illegible] million in 1955 to 2.02 million in 1972. Continued but much slower expansion to 2.10 million is projected for 1985.

Table I

Government Employment Projections for the U.S. (000's)

	Federal Civilian	State & Local Gov't.
1955	1,716	4,374
1960	1,745	5,973
1972	2,020	10,363
1980	2,070	13,400
1985	2,100	15,500

Average Annual Rates of Growth[1]

	Federal Civilian Employment	State & Local Employment	Total U.S. Employment
1955-68	1.54%	4.93%	1.54%
1968-72	-.87	4.04	1.05
1972-80	.31	3.26	2.05
1980-85	.29	2.95	1.13

[1]Compound interest rate between terminal years

Source: *Monthly Labor Review*, December, 1973, p. 28

State and local government employment more than doubled from 4.4 million in 1955 to 10.4 million in 1972. After allowing for teachers (or subtracting approximately 50% of state and local employment), employment at these levels of government in 1972 was still more than double federal civilian employment. State and local employment is projected to grow from 10.4 million in 1972 to 15.5 million in 1985, and this rapid expansion will represent primarily non-education jobs. The projected growth rate in state and local government employment exceeds that of all other major industry sectors. Part of the growth stems from population increases and concentration, but largely it is a result of the increasing complexity of government. Urban renewal, air quality controls, and land use planning, for example, are functions of government unheard of a generation ago, and that require a growing professionalism to produce effective services.

The more rapid population growth rate in the South than for the nation as a whole will tend to increase state and local governmental employment faster in the South than for other sections. The trend towards urbanization, having come later to the South, is still stronger and urbanization brings increased pressures on local government and therefore means rising public employment. State and local non-education government employment increased 6% from 1971 to 1972 for the Southern states, while the increase nationally was only 4%. The rate of increase ranges from 10.5% in Arkansas to .2% in Kentucky.[1]

Federal civilian and state and local non-education government employment projections are important to public administration majors because the goal of their education is to prepare them to manage and administer government enterprise. Since growth in government determines the number of positions that entail managing and administering the services that government provides, this growth defines the eventual market for public administration majors.

There is no way to precisely measure how many public administration majors, either at the BA or MA level, will be required to meet the needs of expanded government employment. There is no "rule of thumb" that can be applied to total government employment to project an estimated number of managers and administrators who will be needed in 1980 to manage government enterprise. Yet there are indicators suggesting a growing demand for individuals who have administrative and managerial skills.

One authority suggests that at the federal level, approximately 10% of total civilian employment represents people "who are engaged in work entailing administrative responsibility."[2] Although federal employment is not expected to expand very much, many openings will be occasioned by deaths and retirements. Much of the expansion in federal employment occurred in the 1940's and 1950's. Many of the individuals employed at that time, having risen through seniority and promotions, now hold administrative positions in their agencies. As they reach retirement age in the 1970's and 1980's, they will create openings for new administrators.[3]

State employment also has many jobs that entail administrative skills. The growing emphasis during recent years on program analysis, improved budgeting procedures and policy planning has created a need at the state level for individuals who have knowledge about these matters. Also, federal standards attached to many forms of aid to state and local government have heightened awareness of the need for managerial and administrative manpower at these levels.

The Commonwealth of Pennsylvania inventoried its highest ranking administrative, professional and technical state employees, and 28% replied that their major occupation was administration and management. Yet only 6% were college graduates with majors in public or business administration.[4]

Local government also has many jobs that require administrative skills. Indeed in recent years there has been a strong trend for cities and counties to employ professional managers who aid elected officials in administering local government. The International City Management Association reports that 2,800 cities and counties now employ city managers or chief administrative officers, and that approximately 100 a year have been added to this list.[5]

PROSPECTS FOR PUBLIC ADMINISTRATION GRADUATES

The above indicators point to an increasing number of jobs in government that entail administrative and management skills. Yet this does not imply or guarantee that such jobs will be filled by individuals with degrees in public administration. There are several reasons for this seeming contradiction. Managing and administering do imply skills of coordinating, supervising and planning activities of others, and public administration courses do teach these skills. Yet these skills are seldom presumed to be present in a newly employed public administration major fresh out of college. Administrative jobs usually require previous experience and are often filled not by freshly entering college graduates, but by current employees promoted from lower positions.

Administrative positions in government are typically filled by individuals who have come up through the ranks from one of two directions. They may have entered employment through technical staff-type jobs (such as personnel administration, purchasing, budgeting or planning—for which a degree in public administration is good preparation), or they may have entered through jobs that entail the delivery of a particular service such as social work, public works, health services, or any of the myriads of program in various levels of government.

This dual ladder to government administrative positions means that enrollment in public administration also has two sources. Numerically the less important but a growing source is composed of individuals who enroll in a public administration program before entering the labor market, and then pursue a public administration career by entering through a technical position in some aspect of

administration. It may be several years before they move from their special technical area such as job analysis in personnel work, or tax administration in finance offices, into more generic or comprehensive administrative responsibilties. The more usual enrollees in public administration educational programs, however, are persons already employed in government, typically in program delivery of some sort. These indivduals, already employed in governmental programs, as they aspire to promotions to jobs entailing administrative and managerial skills, return to higher education and enroll in graduate courses in public administration.

The strong demand for public administration education, by those already employed in government, in a sense constitutes proof that there is a demand for public administration majors. Indeed, the federal government has encouraged public administration education for aspiring careerists, through its Education for Public Management Program, and several other programs which are offered in conjunction with higher educational institutions. Some states and local governments now also subsidize advanced study in public administration for career employees.

The recognition by federal and state agencies of public administration education as supplementary training for career employees, however, has not been as forcefully duplicated in recognition of this field of study at the pre-service level, or for initial employment. At the present time no job announcement of the federal government lists the master's of public administration degree as a sole educational requirement.[6] The federal government accepts other fields of study on a par with public administration on initial employment—even for jobs with strong administrative elements. Most states follow the same practice. These practices, on the surface, are not encouraging to college students who plan a governmental career and deliberately prepare themselves for it through a public administration course of study before entering the labor market. They usually gain no advantage because of their particular degree in the initial competition for merit system jobs.

The competitive exams for most government entrance jobs for which applicants with bachelor's degrees would apply are not written to elicit higher scores by public administration majors. Even at the master of public administration (MPA) level, and for middle level GS-9 through GS-11 jobs, the federal government gives no formal preference for hiring because of an MPA degree, although it may give preference to such a degree holder when promotion is the question. The U.S. Civil Service Commission standards for federal positions in many instances were written before public administration became a widely recognized field of study. With thousands of positions to review, the process of changing requirements and recognizing new fields of study is a slow one that inhibits change.

Unless there should develop a general acceptance that persons with public administration degrees perform more efficiently than those with other degrees in certain government positions, which

is uncertain, federal and state government civil service and merit agencies will probably not give special status for BPA's or MPA's for initial employment.

Local governments, on the other hand, have given strong recognition to the MPA and have employed many graduates of public administration programs. The personnel practices of local governments are more flexible and can respond more quickly to change. The fact that they continue to turn to public administration programs for recruitment to fill their vacancies attests to their general satisfaction with the graduates' abilities to perform their administrative work. A summary of the recent employment experience of the region's masters' degree graduates from programs that belong to the National Association of Schools of Public Affairs and Administration (NASPAA) highlights the concentration of employment in local agencies.

Table II

Employment* of 1972-73 Graduates with Master's of Public Administration/Public Affairs Degrees NASPAA-member Colleges, Southern Region

Federal Government	17%
State Government	23
Local Government	40
Quasi-Government	5
Private Business	4
Teaching	4
Further Graduate Work	7
Total	100%

*Employment is not differentiated between individuals previously employed in their positions, and those entering new positions upon completing degrees.

Source: National Association of Schools of Public Affairs and Administration, *Survey Report of Member Institutions*, Washington, D.C., 1974

Another survey of graduates from a master's program in public administration, conducted by the University of Georgia of all graduates from 1967 through June 1972, found a higher percentage of that program's graduates employed in the federal government. Respondents also classified their employment functionally.

Table III

Employment of 1967-72 MPA Graduates, University of Georgia as of Fall 1972 (72 respondents)

By Level of Government:	
Federal	44%
State	7
Universities	7
Regional/Local	31
Private Employment	8
Full-Time Student	3
Total	100%
By Function:	
General Public Administration; no single function emphasized	32%
Criminal Justice	19
Social Problems	15
Health	8
Financial	7
Personnel—EEO—Labor	4
Other	14
Total	100%

All but eight of the respondents who indicated their incomes as of the fall, 1972, had been previously employed. The mean income reported was $16,169, with a range from $8,400 to $31,500.

THE RISING SUPPLY OF MASTER'S IN PUBLIC ADMINISTRATION

Degrees in Public Affairs/Public Administration are granted at the BA, MA and Ph.D levels. The bulk of the degrees in the field, however, has always been awarded at the master's level. In 1970-71, for example, three quarters of all U.S. degrees in the field were at the master's level.

There are two major reasons why the bulk of the enrollment and awarded degrees occurs at the master's level. Public administration is largely an interdisciplinary curriculum aimed at producing professional practitioners of management in public service. It builds upon foundations laid in specific fields such as political science, sociology, management and accounting, and economics. Professional practitioners with both breadth of knowledge and maturity in outlook are not usually produced at the BA level. Secondly, the demand for public

administration courses has stemmed primarily from individuals who are already employed in government, and who return to college either part-time while continuing to work, or as full-time students entering for an advanced degree. One university program director in the Southern region estimates that 85% of all enrollees at the master's level in public administration already are or have been government employees.

The number of bachelor's degrees granted in public administration has hardly changed since the mid-sixties. Nationwide, by 1970-71, there was an increase of only one-third from 1964-65, for a total of 426 BA's in public administration. This is a very modest increase during a period when degrees at the BA level in other fields have doubled and quadrupled. In the region the increase was only two degrees, for a total of 73 BA's in public administration in 1970-71.

The American Society for Public Administration (ASPA) in 1973-74 distributed questionnaires to its members (professors, government officials or practitioners, and students) in chapters throughout the country. The purpose of the questionnaire was "to develop a profile of the expectations that academics in public administration have of governmental agencies" and vice versa. One of the questions was, "What type of educational programs should receive most attention in your area over the next five years?" Although professors, students and practitioners all gave master's programs the most emphasis, approximately one fifth of each group chose programs at the bachelor's level. In another question respondents rated subject areas relative to the most appropriate degree level to offer these subjects. The subjects most often chosen for appropriateness at the bachelor's level (for example, data processing, environmental sciences, personnel administration and housing) are generally more technical or circumscribed than those chosen for the master's level—as for example, general management, quantitative analysis, organization analysis and policy analysis.[7]

There will probably not be much increase in degrees at the BA level in public administration in the coming years. New comprehensive public administration programs established in recent years have been almost entirely at the master's level, and there have been no great surges of enrollment at the BA level in the scattered ones that do exist now. The real expansion in public administration, as illustrated in Table IV, has taken place at the master's level.

Indications are that output in public administration at the master's level has grown even faster since 1971, and that this surge will continue. Degree statistics for 1972-73 for schools that are members of the NASPAA were compiled in a 1974 survey by that association. (This does not include all schools that offer an MA in public administration, but it does allow a school-by-school comparison at least for those that (a) are members and (b) awarded degrees in 1971.) The regional increase for the 10 programs for which the direct comparison

Table IV

Master's Degrees in Public Administration

	United States	South	South as Percent of United States
1965-66	739	2	.3%
1968-69	962	37	3.8
1970-71	1420	89	6.3

Source: Southern Regional Education Board, *Degree Output in the South, 1970-71.*

over the two-year period is possible is 139%, from 71 MA's in 1971 to 170 degrees in 1973. An additional 11 NASPAA programs in the region did not award MA's in public administration in 1971 but awarded 132 such degrees in 1973, giving a total of 301 MA's awarded by NASPAA member schools in the region in 1972-73. This remarkable growth, however, still shows the region lagging relative to the nation. The regional share of MA degrees by NASPAA-member colleges nationally constituted only 10% in 1972-73.

There are additional colleges offering MA's in public administration that are not included in the NASPAA survey (due to non-response or non-membership). It is estimated that their output in 1972-73 would add another 60 MA's in public administration for the region. It is tempting to combine the 301 NASPAA reported output with these additional 60 and to compare the total of 361 in 1972-73 to the much lower total of 89 granted in 1970-71. Unfortunately nomenclature problems prevent this comparison of degrees. Data shown in Table IV for 1965-71 refer to "pure" public administration degrees, thus classified under the Higher Education General Information Survey (HEGIS) taxonomy. The degrees awarded by NASPAA member schools, however, represent a wider range of fields of study; some of these degrees might be classified under social sciences, (e.g. urban affairs or political science) rather than public administration, according to the HEGIS system.

THE OUTLOOK

What are the prospects for careers in public administration for students who are contemplating enrollment in public administration educational programs? Prospects in the short-run appear less promising than in the long-run. Graduates with public administration degrees at the BA level will continue to compete with graduates with other types of degrees for entrance level jobs in government. They may find their education helpful, once employed, and this may enhance their advancement opportunities. But they will encounter no special advantage in obtaining initial employment.

Graduates with a master's level public administration degree, who have had no prior experience, will also not find this degree to be of particular advantage over any other degree for initial employment in state and federal government. This is particularly true of positions at the state and federal level that are filled from written examination registers. It is less true of middle level positions that are filled by other competitive assessments, and where agencies are sometimes permitted to request specific educational preparation for the job.

These comments, however, do not tell the entire story. With the expected growth in employment management and administrative jobs in state and local government will show a sharp rise. Assuming that the public administration degree holder does gain initial employment in the competitive process—once employed, these persons may well out perform graduates from other disciplines. Persons with backgrounds in personnel administration or finance and budgeting techniques, for example, would be expected to out perform others with completely alien preparation on entrance level positions requiring such skills. Also, in the movement along career ladders towards the growing number of management positions, individuals who have had training in administration and management will have preference over others without such education, given equal talents in other important subjects.

Public administration educators expect that for the foreseeable future the major portion of their enrollments, especially at the master's level, will continue to be drawn from persons already employed by government, but that this proportion may gradually decline. Such a decline would occur more quickly if state and federal agencies conclude that persons with public administration majors tend to out perform those with other preparation. Such a recognition has come at the local level of government and by regional bodies, and may herald similar trends in the future at other levels of government. Public administration graduates will continue to find the job market favorable at the local and regional levels of government. In coming years they may also be in greater demand at higher levels of government, not just for promotions to managerial jobs but also for initial employment for administrative jobs. One indication that this may happen is the surge to public administration offerings by presently employed federal and state employees and the encouragement they are given to pursue such education. Eventually this may become translated into state and federal agency recognition of the value of a public administration degree for initial employment, especially in field or regional positions.

IMPLICATIONS FOR EDUCATIONAL INSTITUTIONS

Students choosing a non-traditional educational field face greater hazards than those who pick well defined and established disciplines and professions. The market acceptance of a degree in a new field is less certain. Also the educational program in an emerging field, such

as public administration, varies greatly from institution to institution, because program philosophy, objectives, departmental setting, and course offerings are still in developmental stages. This diversity in programs makes it more difficult for a student to choose among available programs, and places a special responsibility on the institutions to constantly evaluate their offerings, and to develop a consensus on minimum standards. The search for such a consensus has been a major concern of the NASPAA over a period of several years, and culminated with the adoption in May, 1974 of Guidelines and Standards for Professional Master's Degree Programs in Public Affairs/Public Administration. These standards are not prescriptive. "They set forth goals to be attained rather than requirements to be imposed." The colleges that are members of NASPAA, and whose awarded degrees are discussed above, do not necessarily meet these standards; but at this stage in the development of the field there is no requirement that they do so.

The Content of Public Administration Preparation

The uneveness of what is really included in the various curricula that do consider themselves to be public administration programs has been a source of concern to those who wish to foster the acceptance of the degree holder as a professional. The development of such acceptance is important to students who study public administration to enter the labor market. James A. Medeiras recently surveyed the graduate programs in 42 selected universities.[8]

> It was hoped that some common program would emerge from the findings, reflecting the possibility that we as a profession had really come to achieve some fragile agreement on those necessary components that should be instilled in public service through the educational process. But from the schools surveyed it appears quite clearly that we within the discipline have yet to decide what administrative traits we want reflected in our 'ideal' public administrator. We cannot agree on those courses which should provide common requisites for the graduate student of public administration; we are still engulfed with the 'generalist-specialist' controversy and matters such as comprehensive examinations and internships appear to be issues best left to the discretion of a particular program rather than elements reflecting professional standards. We in the United States, quite apparently, do not turn out 'public administrators' as in some European countries; we instead produce a relatively diffuse collection of individuals who have demonstrated an interest in something abstract called 'public administration', some of whom have apparently had in-depth exposure to multiple administrative tools and concepts, some with cursory exposure to multiple administrative tools and concepts, some with a potpourri of neither.

Medeiras analyzes the programs in the survey from a number of perspectives. On the basis of philosophical objectives, he finds a dichotomy between some that stress a generalist approach, e.g., "an intellectual experience...a theoretical as well as operational understanding of the processes and procedures of governing...." and others that are more definitive by specifying in their philosophy knowledge areas such as quantitative methods, operations research, system and policy analysis, budgeting and accounting techniques. As to institutional arrangements, he notes the traditional origin of public administration programs in political science, and bemoans that many still have not broken these ties for a setting that will afford greater opportunities for interdisciplinary study.[9] In terms of course requirements, he notes tremendous differences in *number* of courses required for a degree, and also in *specific* course requirements. He details the paucity of programs requiring "nuts and bolts" courses in personnel and financial administration. Specific skill areas often neglected include statistical methods, governmental accounting and computer techniques. Agencies employing public administration graduates often stress the need for more specificity, or "nuts and bolts" content in the candidates' preparation, which would tend to be borne out by Medeiras' survey of selected programs.

Territorial Overlapping—A Need for Coordination

Not only is there a great deal of diversity in what constitutes a public administration program, but also there is overlapping with programs that are sometimes included in other fields, or at least claimed as being akin to other fields. For example, some programs listed as public administration by NASPAA are also listed as programs "related" to planning by the Association of Planning Officials. Others are included in listings of urban affairs programs. This highlights the common territory of the planning (and/or urban affairs) and public administration fields. Faculties in these programs at separate institutions in Atlanta, point out that students like to enrich their programs by taking courses at another institution. The shift in urban and regional planning away from purely physical planning tends to emphasize the commonalities between preparation for public administration and planning. These relationships might well be further explored, especially while both fields are still defining and redefining their roles. Likewise, programs in urban affairs might compare their objectives and offerings with those in public administration and planning to overcome duplication, and to define differences. This would help students as they choose between what often seems a confusing array of programs differing in nomenclature. A clearer definition of what is embraced by the various programs would also enhance the acceptance of graduates as "professionals" by the public agencies that constitute the market for these degree holders.

Internships

Most fields of study that include an internship requirement have problems devising and maintaining effective internship programs. Public administration is no exception. At the present time there is still great diversity among programs regarding requirement of an internship. Of the 42 programs examined by Medeiras only 14 schools require it as standard procedure.

The ASPA survey of its members mentioned above includes several questions on internships and the results indicate there is room for improvement. Although there is substantial agreement that internships are generally effective means of interrelating universities and governments, there is much less agreement on specific aspects of internships. Two-fifth of the respondents disagree that local universities do a good job in finding good internships and an even higher proportion disagrees with the statement, "Internships are well integrated into the curriculum."[10]

In a field where a substantial portion of enrollment is composed of individuals already or previously employed in the field, there is a special obligation to make the internship meaningful in terms of the curriculum. Many students already are acquainted with government, so that an internship that does no more than to generally expose them to the industry is redundant. For them an internship that takes up the required time but fails to sharpen their analytical or technical skills might be a poor trade-off against additional course work in a field where the variety and depth of subject matter exceeds available credit hours. Where internships continue to be required, both agencies and universities have a special obligation to students to improve the experience of the internship and to make it more meaningful.

Continuing Education

As was mentioned earlier, the prime demand for public administration offerings stems from individuals already employed in government. While many such persons wish to enroll in traditional degree programs, either part-time or full-time, there are many who wish to obtain knowledge or new skills in special areas without enrolling in a degree program. Some may wish to brush up on specific techniques, such as computer utilization, or to become acquainted with special fields such as labor relations. Others may not have obtained a bachelor's degree, and may wish to enroll in a particular public administration course usually offered at the graduate level. Unless colleges and universities are flexible in accommodating these people by disregarding the usual requirements for graduate entrance exams, previous degrees, or residency requirements, they will be overlooking a great potential. Indeed, in cities where government employment is concentrated, when local institutions have not stepped in to fill the needs in a flexible manner for both degree students and non-degree enrollees, "foreign" institutions have moved in to fill the void.

Flexibility in admitting students to continuing education programs need not result in "watering down" the basic degree program. Some institutions have been successful in offering an array of programs, some leading to certificates and others to degrees, depending on the needs and qualifications of individual students.

The results of the ASPA survey of faculty, student and practitioner membership mentioned earlier point to the popularity of non-degree offerings in public administration. Fifty percent of the practitioners—37% of the professors and 34% of the students—chose non-degree short-term training as the type of educational program most needed in their geographic areas.[11]

Public administration is a field where there is particularly strong demand by working adults for offerings that come in diverse packages. This demand presents a continuing challenge for higher educational institutions to be met with innovative programs, with non-traditional scheduling and instruction.

CONCLUSIONS

Public Administration is a field of study that is attracting a growing number of students. The expansion of employment in state and local governments, which will continue to be "growth industries" into the next decade, portends well for the eventual employment opportunities of persons with public administration degrees. Local government, especially, has turned to public administration graduates, and is increasingly employing them as elected officials turn more to policy-making, and employ skilled staff to administer such policy. The growth of regional planning and quasi-governmental agencies is also a boon for public administration graduates.

State and federal agencies, which are also in need of a growing number of skilled managers, have not given the same recognition at initial employment that lower levels of government have extended to public administration majors. A large portion of administrative and managerial positions in state and federal government is filled by promotion from persons already employed. This means that many enrollees in advanced public administration education are current government employees who seek to prepare themselves for promotion and advancement. Thus public administration graduates without previous work experience in government find stiff competition for administrative and managerial positions.

Although for the most part administrative and managerial positions in state and federal agencies will continue to be filled "in-house," public administration graduates, once they gain initial employment in agencies in lower level positions, stand in a better position to compete for administrative and managerial jobs by virtue of their specific education.

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7. Report, University-Government Relations Committee, American Society for Public Administration, July 1, 1974, p. 21-24. (unpublished)
8. James A. Medeiras, "The Professional Study of Public Administration," *Public Administration Review,* May/June 1974, p. 254.
9. Even when housed in political science departments, public administration programs might still be interdisciplinary if enough latitude is provided and encouragement actually given for students to take courses in other departments.
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11. *Ibid.,* p. 24.